

Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 MMO-01 SS-15 SSO-00 /027 W
-----083304 030700Z /21

O 310941Z MAR 78
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC IMMEDIATE 5962

LIMITED OFFICIAL USE KECTION 1 OF 2 KIGALI 509

FOR AF: MOOSE FROM CRIGLER

E.O. 11652: N/A
TAGS: AMGT, PFOR, RW
SUBJECT: GORM

REF: (A) KIGALI 383; (B) STATE 69374

FOLLOWING ATTEMPTS TO RESPOND TO YOUR REQUEST FOR
SUPPLEMENTAL GORM INFO (REFTEL B RECEIVED HERE 3/28).
SINCE WE'RE NOT TOO COMFORTABLE WITH NEW SYSTEM, I
HAVE INCLUDED PERHAPS MORE INFO AND RATIONALE THAN
YOU REQUIRE. WOULD APPRECIATE YOUR COMMENTS/QUESTIONS.

A. TOTAL MISSION RESOURECES:

1. TOTAL PERSONNEL: TOTAL
DIRECT HIRE (INCREASE) CONT

RACT	US	LOCAL	US	LO
CAL				
STATE	9 (1)	21 (2)	0	2
AID	6 (4)	10 (8)	8	(4)
ICA	1	6 (3)	0	0
MAAG/DATT		0	0	0

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PEACE CORPS (STAFF)	3 (2)	4 (2)	0	2
TOTAL	19 (7)	41 (15)	8	(4)

4

2. PROGRAM: OPTIMAL INCREASE

STATE (TOTAL S&E) \$ 800,000 \$ 190,000

AID	5,400,000	3,800,000	
ICA	225,000	170,000	
FMS/IMET	0	0	
PC	400,000	261,000	
SPECIAL SELF-HELP	125,000		40,000

TOTAL	\$ 6,950,000	\$ 4,461,000	

3. ADMIN SUPPORT:

STATE	\$270,000	\$ 80,000
AID	200,000	160,000
ICA	30,000	25,000
MAAG/DATT	0	0
PC	30,000	20,000

TOTAL	\$530,000	\$285,000

A. FOLLOWING SHOULD CLARIFY REASONING BEHIND THESE FIGURES.

AID - MORE THAN HALF TOTAL PERSONNEL INCREASE PROJECTED BY FY-80 IS FOR AID, AS PROJECT OBLIGATIONS RISE FROM \$1.9 MILLION TO \$5.4 MILLION. PRESENT ONE-US DIRECT HIRE OFFICE GAINS SECOND POSITION THIS FY: PROGRAM OFFICER. OPTIMAL REQUIREMENTS TO MANAGE GROWING PROGRAM BY FY-80 INCLUDE MANAGEMENT (ADMIN) OFFICER, AMERICAN SECRETARY, AND TWO TECHNICAL ADVISOR/PROJECT MANAGERS. EIGHT ADDITIONAL LOCAL LIMITED OFFICIAL USE

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POSITIONS WILL BE REQUIRED IN LARGE PART SO THAT AID CAN PROVIDE THE BULK OF ITS OWN PROGRAM SUPPORT REQUIREMENTS IN TERMS OF VOUCHERING AND LOCAL PROCUREMENT, LEASES, PERSONNEL ACTIONS, AND SIMILAR FUNCTIONS WHICH OTHERWISE DEVOLVE UPON EMBASSY/ADMIN. ADDITIONAL US CONTRACTORS ARE PROJECTED FOR PROJECTS IN RURAL EDUCATION, FARM HAND TOOLS, LOCAL SILO CONSTRUCTION, FISH CULTURE, AND ROAD IMPROVEMENT, WHILE PRESENT COMPLEMENT OF THREE FOR FOOD STORAGE AND MARKETING PROJECT WILL DECREASE TO ONE.

PEACE CORPS -- PC DIRECTOR POSITION FILLED FOR FIRST TIME IN FY-78, IN SUPPORT OF PROGRAM PRESENTLY COUNTING SEVEN VOLUNTEERS. PCV COMPLEMENT PROJECTED TO RISE TO 35-40 BY FY-80 WITH HEAVY EMPHASIS ON AGRICULTURE AND RURAL HEALTH. OPTIMAL STAFF REQUIREMENTS WILL BE DIRECTOR, PROGRAM OFFICER, AND NURSE, PLUS FOUR LOCALS: ASSOCIATE DIRECTOR FOR ADMIN, SECRETARY, DRIVER/MECHANIC/HANDYMAN, AND CLERK/MESSENGER. LANGUAGE INSTRUCTORS WILL BE UNDER CONTRACT AS AT PRESENT.

ICA -- US DH POSITION AUTHORIZED FOR FY-78 (NOT YET FILLED), PLUS THREE FSL POSITIONS: PROGRAM ASSISTANT, LIBRARIAN, AND FILMS/VTRS/PUBLICATIONS PECIALIST. OPTIMAL GROWTH OF PROGRAM

AFTER ARRIVAL OF PAO WOULD REQUIRE ADDITION OF THREE MORE
LOCAL SLOTS BY FY-80: SECRETARY/TRANSLATOR WIRELESS FILE/PRESS
ASSISTANT, AND CLERK/MESSENGER.

STATE -- THE VERY LARGE PROPORTIONAL INCREASE IN AID, ICA,
AND PC PERSONNEL WILL ADD SOMEWHAT TO THE PROGRAM WORKLOAD
OF THE EMBASSY, BUT ADDITIONS COULD BE MANAGED BY SHIFTS IN
WORKLOAD. INCREASE WILL IMPOSE MUCH GREATER BURDEN ON
ADMINISTRATIVE SUPPORT UNIT, PRESENTLY CONSISTING OF JUST
ONE ADMIN OFFICER AND TWO COMMUNICATORS (ONE NOT YET ON
BOARD). ASSUMING, AS WE HAVE IN THE TABLE, THAT AID WILL
BUILD THE BULK OF ITS OWN SUPPORT INTO ITS PROGRAM BUILDUP
(AND THAT TO A LESSER EXTENT SO WILL PC AND ICA), IT MIGHT
BE POSSIBLE TO CARRY THE ADDITIONAL LOAD WITH ONE ADDITIONAL
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OFFICER POSITION -- A GSO -- PLUS TWO LOCAL POSITIONS
(ECON/CONSULAR RESEARCH ASSISTANT, AND PERSONNEL ASSISTANT),
WITH ADDITIONAL WORKLOAD COVERED BY CONTRACTING LOCAL
AUTOMOTIVE, ELECTRICAL, PLUMBING AND OTHER SERVICES. HOWEVER,
TO EXTENT THAT OUR ASSUMPTIONS ARE NOT REALIZED IN
TERMS OF IMPROVED SELF-SUPPORT CAPACITY WITHIN EACH AGENCY
PROGRAM, AND IN IMPROVED LOCAL AVAILABILITY OF GOODS AND
SERVICES, IT WOULD BE NECESSARY TO RECONSIDER THE SHARED
ADMIN SERVICES REQUIREMENT AND SEEK AUTHORIZATION FOR ADDI-
TIONAL PERSONNEL; PERHAPS A PERSONNEL OR SECOND GENERAL
SERVICES OFFICER, AND ONE AMERICAN SECRETARY, PLUS LOCAL
PERSONNEL WITH PROCUREMENT, INVENTORY MANAGEMENT, SHIPPING
AND CUSTOMS, AND MECHANICAL SKILLS.

NOTE BY OC/T: TELEGRAM DELAYED IN TRANSMISSION.

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ACTION AF-10

INFO OCT-01 ISO-00 MMO-01 SS-15 SSO-00 /027 W
-----083353 030708Z /17

O 310941Z MAR 78
FM AMEMBASSY KIGALI
TO SECSTATE WASHDC IMMEDIATE 5963

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IN FIGURING PROGRAM AND ADMIN COSTS, WE HAVE TAKEN S&E ALLOTMENT PLUS SALARIES AND DIFFERENTIAL. SALARIES AND DIFFERENTIAL (WITH OVERTIME) AVERAGE ABOUT \$28,000 PER PERSON IN FY-78, AND WE HAVE ARBITRARILY ASSIGNED AVERAGE OF \$35,000 FOR FY-80, MULTIPLIED BY NUMBER OF US PERSONNEL. OTHER EXPENSES RELATED TO PERSONNEL, INCLUDING ALLOWANCES, R&R TRAVEL RENTS AND UTILITIES ON RESIDENTIAL HOUSING, HAVE ALSO BEEN AVERAGED AND PROJECTED FORWARD ON NUMBER OF PERSONNEL IN OPTIMAL PROGRAM, ALLOWING FOR OPTIMAL AVERAGE COST INCREASE OF ABOUT 5 PERCENT ANNUALLY. LOACL PERSONNEL COSTS ARE FIGURED ON SAME BASIS, AND TOTAL PROJECTED COST FOR ALL THESE OBJECTS (US AND LOCAL) IS \$504,000. OTHER STATE EXPENSES ARE ESTIMATED AS FOLLOWS:

SUB-OBJECT	DOLLARS
2100 TRAVEL	5,000
2200 TRANSPORTATION OF THINGS (INCLUDING POUCHES)	85,000

(NOTE: INCREASE FROM FY-78 FIGURE OF \$55,000 ATTRIBUTABLE BOTH TO GREATER VOLUME AND SHIFT TO GREATER USE OF AIR RATHER THAN SURFACE HAULING BECAUSE OF HIGH EXPENSE AND INSECURITY OF ROAD ROUTE THROUGH UGANDA.)

2300 RENTS & UTILIZITES (NON-RESIDENTIAL)	30,000
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2300 COMMUNICATIONS	3,000
2500 OTHER SERVICES	65,000
2600 SUPPLIES & MATERIALS	65,000

(NOTE: FIGURES FOR 2500 AND 2600 CATEGORIES ASSUME INCREASE PROPORTIONAL TO PERSONNEL INCREASE, WITH SMALL ADDITIONAL FOR INFLATION.)

3100 FURNISHINGS & EQUIPMENT	39,000
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B. OUR INTEGRATED APPROACH -- EVERYONE'S EYE ON THE GOALS:

1. GOALS AND OBJECTIVES GIVE HIGHEST PRIORITY TO PROGRAMS SUPPORTING HUMAN RIGHTS, INCREASED FOOD AVAILABILITY, REDUCED RATE OF POPULATION GROWTH AND GREATER COOPERATION ON REGIONAL/ GLOBAL ISSUES. PROJECTED TREBLING OF AID PROGRAM, CONSISTENT WITH RESULTS OF AID/W DEVELOPMENT ASSISTANCE PROGRAM REVIEW, IS CENTERPIECE TO THIS STRATEGY.

2. ICA IS ASSIGNING PAO TO RWANDA DURING FY-78 AFTER SEVERAL YEARS WITHOUT US PERSONNEL. PROGRAM INCREASE PROJECTED CARRIES AGENCY FROM VESTIGIAL CARETAKER PROGRAM TO MODEST RANGE OF ACTIVITIES INCLUDING EDUCATIONAL EXCHANGE, MEDIA LIAISON, PUBLICATIONS, OCCASIONAL CULTURAL PRESENTATIONS, ENGLISH-TEACHING PROGRAM, AND DIRECT-CONTACT PROJECTS -- ALL DIRECTLY TIED INTO SAME MISSION OBJECTIVES OF FOOD PRODUCTION, POPULATION ACTIVITIES, HUMAN RIGHTS ENCOURAGEMENT, AND BETTER UNDERSTANDING OF US INTERNATIONAL POSITIONS.

3. PEACE CORPS PROGRAM ALSO EXPECTED TO EXPAND DURING PERIOD, AFTER ARRIVAL OF FIRST RESIDENT US STAFF IN FY-78. PROGRAM HEAVILY WEIGHTED IN FAVOR OF FOOD PRODUCTION, RURAL EDUCATION, AND RURAL HEALTH (ALL KEYED CLOSELY TO OUR OBJECTIVES) LIMITED OFFICIAL USE

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IS EXPECTED TO TAKE SHAPE BY FY-80, WITH LEVEL OF PERHAPS 35-40 PCV'S ACTIVE IN COUNTRY.

4. ADDITION TO STATE COMPLEMENT (ONE AMERICAN; TWO FSL'S) IS MINIMUM REQUIRED TO HANDLE ADDITIONAL ADMINISTRATIVE LOAD IMPOSED BY BUILDUP OF OTHER USG AGENCIES, ASSUMEING THOSE AGENCIES AUGMENT PRESENCE, BUILDING IN CONSIDERABLE MEASURE OF SELF-SUFFICIENCY. IF THEY DON'T, STATE ADMIN COMPLEMENT MAY HAVE TO BE FURTHER INCREASED. NEEDLESS TO SAY, STATE COMPLEMENT TOO IS UNIFORMLY FOCUSED ON US GOALS/OBJECTIVES AND SUPPORTIVE OF OTHER AGENCIES' EFFORTS TO REALIZE SAME.

C. THINKING UNPLEASANT THOUGHTS 5 TO 10 PERCENT REDUCTION:

1. IF MISSION PROGRAM HAD TO OPERATE AT 95 OR 90 PERCENT OF MINIMUM OPTIMAL PROGRAM PRESENTED ABOVE, AID PROBRAM WOULD BE LIABLE TO GREATEST REDUCTIONS, CHIEFLY BECAUSE THAT AGENCY'S BUDGET ACCOUNTS FOR MORE THAN 75 PERCENT OF TOTAL. SIMPLEST CUT COULD BE ACCOMPLISHED BY CANCELLING PROPOSED FARM-TO-MARKET ROAD IMPROVEMENT PROJECT, THUS REDUCING MISSION COST AT ONE BLOW BY ONE MILLION DOLLARS, OR 14 PERCENT. PERSONNEL COULD THEN ALSO BE REDUCED IN AID: ONE US DIRECT HIRE, ONE LOCAL, AND ONE US CONTRACT. IMPACT OF CUT WOULD BE REDUCTION OF US RESOURCES DEVOTED TO HIGH PRIORITY OBJECTIVE -- CONTRIBUTING TO GREATER AVAILABILITY OF FOOD FOR RURAL MAJORITY. IT WOULD BE UNDERSTOOD BY RWANDANS AS US RETREAT FROM EXPRESSED INTENTION TO CONTRIBUTE MORE VIGOROUSLY TO RWANDAN ECONOMIC DEVELOPMENT IN FULFILLMENT CONGRESSIONAL MANDATE. NEGATIVE EFFECTS COULD EXTEND TO UNRELATED US POLITICAL INTERESTS.

2. IF, HOWEVER CUTS ARE TO BE DISTRIBUTED THROUGHOUT MISSION, IT MUST BE AT THE COST OF PROCEEDING SMARTLY ALONG A BROAD, CLOSELY-INTEGRATED FRONT TO PROMOTE RWANDAN ECONOMIC DEVELOPMENT WHILE ALSO WORKING TWOARD CLOSER RAPPORT ON HUMAN RIGHTS

AND GLOBAL ISSUES OF INTEREST TO BOTH GOVERNMENTS. PC
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PROGRAM COULD LEVEL OFF AT 30 VOLUNTEERS BY CUTTING OUT
PLANNED VOC. ED. PROJECT; ONE LOCAL EMPLOYEE SLOT MIGHT THEN
BE ELIMINATED, OR MEDICAL CARE COULD BE SOUGHT THROUGH PART-
TIME LOCALLY HIRED NURSE UNDER CONTRACT, INSTEAD OF DIRECT
HIRE AMERICAN NURSE WITH PROGRAM SKILLS IN RURAL HEALTH AND
NUTRITION.

ICA CAN REDUCE EXHIBITS AND CULTURAL EXCHANGES, RELY ON
EXTERNALLY-PRODUCED PUBLICATIONS, AND CUT BACK CIRCULATING
BOOK AND FILM LIBRARY MATERIALS. THESE CUTS COULD YIELD
ANNUAL SAVINGS ESTIMATED AT \$8,000 ON EXCHANGES, \$4,000 ON
EXHIBITS, \$2,000 ON PUBLICATIONS, AND \$2,000 ON LIBRARY SERVICES
WITH NEGATIVE EFFECTS ON MISSION OBJECTIVES IN TERMS SIMILAR
TO ABOVE ON AID -- PERCEPTION OF REDUCED US INTEREST IN WANDA
AND RESULTANT LESSENING OF USG ACCESS TO AND INFLUENCE ON
RWANDAN POLICIES AND POSITIONS. THIS WOULD HARDLY SEEM TO
MAKE SENSE AT MOMENT WHEN THIS INTENSIFIED US ROLE IN AFRICA
REQUIRES MORE PUBLIC DIPLOMACY THAN EVER.
ESSER

NOTE BY OC/T: TELEGRAM DELAYED IN TRANSMISSION.

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Message Attributes

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Disposition Approved on Date:
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Review Exemptions: n/a
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Review Release Date: n/a
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Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3246924
Secure: OPEN
Status: NATIVE
Subject: GORM
TAGS: AMGT, PFOR, RW
To: STATE
Type: TE
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